

Bulletin of Social Legislation

on the Henry Bergh Foundation for the
Promotion of Humane Education

No. 5

EDITED BY

SAMUEL McCUNE LINDSAY, PH.D., LL.D.

Professor of Social Legislation in Columbia University

Swiss Internment of Prisoners of War An Experiment in International Humane Legislation and Administration

A REPORT from the Swiss Commission in the United States with preface by WILLIAM STAEMPFLI, Member of the Commission and Chairman of the Committee on Employment of Interned Prisoners in Switzerland.

Introduction by E. STAGG WHITIN, Chairman, Executive Council, and SAMUEL McCUNE LINDSAY, Chairman, Committee on Humane Education, National Committee on Prisons and Prison Labor.



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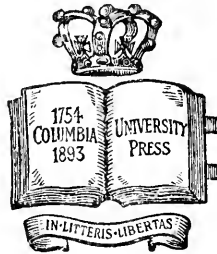
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PREFACE

THE internment of sick and wounded prisoners of war in neutral countries is an event without precedent in past history. It has been tried for the first time in Switzerland in the course of recent months.

Considering that the experience thus gained may prove of interest and perhaps of help in the United States, the Swiss Commission, at present in this country, has brought with it a hitherto unpublished official report on the subject. This report, by Hauser, the Surgeon-General of the Swiss Army, who has been in charge of the internment in Switzerland of Austrian, Belgian, English, French, and German prisoners of war, tells the story of this great experience from its origin until the end of January, 1917.

It is here published in English with some slight abridgment. The publication has been undertaken by Columbia University, at the request of the National Committee on Prisons and Prison Labor, which kindly saw to its translation. I express my deep appreciation for the interest the authorities of Columbia University and the officers of the National Committee on Prisons and Prison Labor have taken in this branch of our national humanitarian activities and I sincerely hope and trust that the publication of this report may fulfill its purpose of enlightenment and of helpful suggestion.

WILLIAM STAEMPFLI

*Lieutenant-Colonel in the Swiss Artillery
Chairman of the Committee on Employment of the Interned Prisoners in Switzerland
Member of the Swiss Commission in the United States*

WASHINGTON, D. C., October, 1917

INTRODUCTION

THE Swiss Commission has brought to the United States a document of more than general interest to those who are working on humanitarian problems. When Mr. Bergh, asking for the protection of the child in a New York Court and being refused, the humane laws not applying to children, turned and asked that the child be considered an animal so that it might obtain the protection of the humane laws, his act marked a stage of progress in the evolution of the protection of the individual against barbarism. When out of the brutality of this most brutal of wars, with its horrible prison pens, there is evolved a system of internment based upon standards of universal brotherhood never dreamt of in wars of the past, another stage is recorded in the progress of humane endeavor.

It is peculiarly fitting that the home of the faithful St. Bernard, taught by his gentle master to seek out in the snow the unfortunate wayfarer and bring him relief, should be the home of this new method of succor. A primitive method has been adapted to modern times, and the concept has been broadened until it may become the typical example of a new kind of international custom foreshadowing important changes in international law. May not the broad spirit of international brotherhood exemplified in this Swiss experiment, be the embryo of a spirit of permanent universal peace toward which all warring peoples look with hope?

Internment in Switzerland of sick and wounded prisoners of war, as a result of international agreement, is a new product of the present war. Immediately after the outbreak of hostilities Switzerland foresaw that many troops would be thrown on her soil, and their internment become inevitable. The caring for the sick and wounded among such interned troops was the first development of the extensive humanitarian work Switzerland is now carrying on.

At the request of the International Committee of the Red Cross, Switzerland opened negotiations with France and

Germany in October, 1914, with a view to providing for the exchange through Switzerland of prisoners of war so seriously wounded as to be unfit for military service. The proposition met with the approval and encouragement of the Pope and developed so rapidly that by November, 1916, some ten thousand French and German prisoners, incapacitated for further military service, were returned to their own countries through Switzerland.

Then developed the idea of the particular kind of internment that is peculiar to this war, the care of sick and wounded prisoners of war not totally incapacitated. A bureau of internment was created by the Surgeon-General of Switzerland, in January, 1916, and that same month a test was made with one hundred French and one hundred German prisoners suffering from tuberculosis. These prisoners were interned for the period of the war, their own countries agreeing to return any who escape.

The formal announcement of internment, as this work of hospitalization is now known, was made by the Chief-of-Staff of the Army of Switzerland on February 24, 1916. Internment was placed under the charge of the Surgeon-General of the Army, and regulations were issued for the transportation, distribution, and supervision of the prisoners, together with provisions governing their pay, clothing, recreation, intellectual, and religious care. England approved the idea of internment in the spring of 1916, and during the following summer two international conferences were held at which final details were worked out.

The rapid growth of internment has necessitated an elaborate system of administration and accounting. The war commissioner of the Army is Chief Superintendent of Internment, and appoints the sectional quartermasters who give all administrative orders and are responsible for all accounts.

Requests for internment are sent to the Bureau of Information at Berne, and from there forwarded to the itinerant commissions of Swiss doctors which visit the camps of war prisoners. After designation for internment by the itinerant

commission, a prisoner must be finally approved by the Commission of Control, which is composed of two Swiss doctors, two doctors from the army which has taken him captive, and a representative of the government of that country. Internment follows immediately upon approval by the Commission of Control.

All transportation of interned men is under the jurisdiction of the head physician of the International Red Cross. The convoys to date have occasioned no unpleasant manifestations, the interned men being well received at the railway stations and the objects of many acts of kindness.

Each internment region is under the direction of a supervising sanitary officer. He appoints the section heads, as a rule, from non-commissioned interned officers, who are placed on duty at the quarters of the interned. The increasing proportions of internment rendered necessary the appointment of aids to the Directing Sanitary Officer, and Swiss *Commandants de Place* were placed in charge of the various sections. They are responsible to the Directing Sanitary Officer of the region and have command over the section heads. The plan of placing some responsibility upon officers selected from the interned has met with encouraging results and tends to become more and more important.

The interned are quartered in hotels, boarding houses, sanitariums, and the like, their quarters in no way resembling hospitals. The rooms are bright and attractive, and can, as a rule, accommodate two, three, or at most, four occupants. Officers and enlisted men are quartered separately. Interned civilians are also divided into two categories—those who can pay for their own support and those who cannot pay, and are treated as soldiers.

The proprietor of an establishment is paid six francs per day for an officer and four francs for a soldier. An increase is allowed for tubercular patients, extra food being necessary. The food of the interned is strictly prescribed according to a special menu, which affords little profit to the proprietor despite the widespread rumor that the Swiss are exploiting the universal wretchedness for their own profit.

The Swiss University work for student prisoners of war was started in September, 1915, the organization assuming the intellectual care of the men interned in Switzerland. Student interns are permitted to follow courses in the principal intellectual centres of Switzerland, but are subject to the same rigid military discipline in force in the internment regions. Recreation halls have been established in the several regions, while the Y. M. C. A., the Catholic Mission of Health, the Society of Rote Mogen David, and certain philanthropic agencies have done much to meet the spiritual and intellectual needs of the men.

Interned men are considered as prisoners and cannot resort to law on civil matters nor engage in ordinary commercial pursuits. Marriage is permitted when the State from which a prisoner comes declares its willingness to recognize his marriage. Breaches of discipline among the interned are not common and are mainly due to the fact that the prisoners are still weak, having little or no moral or physical resistance, and fall victims to harmful and unworthy pleasures.

The frequenting of inns and use of alcohol are very carefully regulated but it is difficult to secure the cooperation of the local authorities who are unwilling to take measures to keep interned men out of saloons. The monthly reports from the regions are almost unanimous in designating alcohol as the cause of most breaches of discipline.

The judicial affairs of the interned men are conducted according to military law. The interned man, against whom a judicial inquiry is directed, is placed under simple arrest. The judge of the military court of the district conducts the inquiry and justice takes its course without any interference on the part of the military authorities. Discipline is rapidly improving; the *Commandants de Place* have learned to know their men, evil elements have been eliminated, and the Swiss population is becoming accustomed to internment.

Internment was at first restricted to tubercular patients, but has been extended till at present eighteen categories of sicknesses or wounds warrant internment, only two of which involve tuberculosis.

All interned men are carefully examined by physicians and assigned for treatment. Strict rules have been formulated in regard to the classes of interned men who must pay for operations, medical, and dental attention, etc., and those who can obtain such services free.

Work has been declared obligatory for every interned man whose health permits it. The interned are divided into six classes, according to their physical capability for work, the classification being entrusted to practising physicians who must act with prudence. The prisoner works for his own welfare and re-education, not for the benefit of the Swiss, but care is taken to avoid unfair competition with Swiss industry. He receives a wage commensurate with his labor, some governments requiring a portion of the wage to be turned over to them to be used toward the cost of maintaining their prisoners.

The postal service for internment is attached to the postal service of Switzerland. Military postcards have been placed at the disposal of the interned men, and up to the present 480,000 have been distributed. At first the franking privilege was generally accorded, but the excessive use of mail privileges necessitated restriction of franking to ten letters or small packages per man per month.

Switzerland is doing a noble work. How the United States can cooperate or learn valuable lessons from this humane experiment we must leave to those wise in diplomacy and in governmental administration, to determine. We bespeak, however, for this interesting report, the sympathetic consideration of the American public which is always generous in humane impulses, and hope that it may stimulate a continued interest in, and careful study of, the progress of the internment of prisoners of war in Switzerland.

National Committee on Prisons and Prison Labor

E. STAGG WHITIN

Chairman, Executive Council

SAMUEL McCUNE LINDSAY

*Chairman, Committee on Humane
Education*

CHAPTER I

HISTORICAL INTRODUCTION

The internment in Switzerland, by international agreement, of sick or wounded prisoners of war of the belligerent countries is an outgrowth of the present European war. The purpose of this report is to trace the development of internment by agreement and to outline the extensive system which has been adopted to carry out its objects.

The custom of interning belligerents, who entered neutral countries, was familiar before the war. As early as 1871 a French army was interned in Switzerland. This internment, however, was accidental, of short duration, and one imposed upon us by our neutrality. Internment, by agreement, of prisoners of war removed for the purpose from belligerent countries, is an entirely recent practice which originated in Switzerland since the present European war began.

International agreement forms the foundation of this form of internment. In the collapse of international law resulting from the war, internment has arisen as a manifestation that the principles of international agreement are still respected and that international law is not a dead letter.

INTERNATIONAL HOSPITALIZATION

The idea of international internment, or international hospitalization, was first broached ten months before the war, when M. Louis de Tschärner, in two unsigned articles appearing in the *Berner Tageblatt* of September 23 and October 31, 1913, urgently advocated the drafting of an agreement between Switzerland and the neighboring States wherein the latter would pledge themselves to respect our neutrality and allow the passage of necessary provisions; Switzerland, in return, to transport the wounded of these states across Switzerland by her own trains, an equal number of wounded for each State, to care for them, and upon their recovery to return them to their native State. This new and interesting idea was the

subject of numerous articles and aroused much discussion. Although quite different from the present system of internment, this project of hospitalization marks its beginning.

THE OUTBREAK OF THE WAR

In August, 1914, with the outbreak of the European conflict, Switzerland began to foresee that many troops would be thrown on her soil, and that their internment would, therefore, become inevitable. The realization quickly followed that in addition to maintaining her military rôle, Switzerland, by caring for these men, could carry on an extensive humanitarian work.

As early as October, 1914, the Federal Council, at the request of the International Committee of the Red Cross, opened negotiations with the German and French governments with the view of providing for the exchange, through Switzerland as an intermediary, of those prisoners of war so seriously wounded as to be no longer fit for any military service. This proposal met with favor, but in completing the details of the exchange several obstacles were encountered.

Added impulse to this humanitarian work was given by the Holy See, by similar proposals forwarded by it to the various countries early in 1915. By February, 1915, France and Germany had drawn up terms for the exchange of seriously wounded prisoners of war, and by the end of the month these two nations had come to an agreement which permitted the first transportation through Switzerland on March 2, 1915, of prisoners of war falling within the restrictions which had been fixed. The material organization of the transportation system was entrusted to the Red Cross and from March, 1915, to November, 1916, 2,343 German and 8,668 French troops, all of them incapacitated for any further military service during the war, crossed Switzerland to their respective native countries.

THE SICK AND LESS SERIOUSLY WOUNDED PRISONERS OF WAR

Even before the actual transportation of these troops had begun, however, the new idea of providing for the wounded prisoners who did not come within the class of those totally

incapacitated had sprung up. It was proposed that such prisoners be interned in Switzerland and there afforded medical attention and an opportunity to recuperate. This combination of internment and hospitalization is now known abroad as internment.

Plans for the care of sick and wounded prisoners of war rapidly gained support. On January 28, 1915, Mr. Gustave Ador, President of the International Committee of the Red Cross, in an interview at Paris with Mr. Millerand, then Minister of War, discussed such a plan. On Mr. Ador's return on February 4, 1915, he wrote to Mr. Hoffman, Chief of the Political Department, as follows:

In speaking last week with Mr. Millerand, Minister of War, in regard to the exchange of wounded French prisoners, I was aware that one of the chief obstacles to surmount is the fear of returning to Germany wounded men, for example, with one arm amputated, who could still be of service to the German Army in the Bureau of the Chief of Staff, in depots, or elsewhere, thus taking the place of officers or of able-bodied soldiers who could return to the front. I then suggested the idea, which has been very favorably received, of interning this class of wounded in Switzerland, placing them on their honor to remain in Switzerland for the duration of the war. This measure would, of course, apply equally to German soldiers.

I do not think that we will have to receive a very great number of wounded men in Switzerland, for all those who are incapable of rendering useful service would be sent back to their own country. Before pursuing further the study of this question, and before presenting my proposition to the belligerents, I should like to be assured that this idea meets with your approval. I think it will be very easy to find places where these poor wounded could be received at a very moderate rate; they would be at liberty, in a neutral country, surrounded and cared for by those members of their family who might wish to see them.

The fear expressed by France that under the system of exchange wounded soldiers would be returned to Germany who could still be of military service, was common to the other belligerents. Internment offered a solution of this difficulty.

PRELIMINARY NEGOTIATIONS

France was the first belligerent to approach Germany in regard to such a plan. On February 18, 1915, France sent to

Germany a proposal concerning internment in the form of a report addressed to Berlin through the intermediation of Spain. Germany on May 12, 1915, rejected the proposal.

In spite of Germany's refusal to consider the project, the idea gradually gained general support and when the Federal Council had completed regulations for the exchange of the seriously wounded, it turned its attention to the idea of internment. On March 3, 1915, the Ambassador of France, in a letter to the President of the Confederation, expressed himself as "favorable to reciprocity, to the liberating of the less seriously wounded, and to the commitment of them to the Federal Government, providing it would consent to take them under its surveillance."

The International Committee of the Red Cross also began a study of the project and submitted a plan for the internment of those wounded officers whom the authorities did not wish to return to their native country. This plan of restricted internment was placed before the Federal Council, which was requested to submit it to the government concerned. The Political Department replied that it "had already, for some time, discussed the internment in Switzerland of the less seriously wounded commissioned and non-commissioned officers who were held as prisoners of war in Germany and France, but who could not be returned to their countries before the end of hostilities," and thanked Mr. Ador for his "happy initiative."

The Political Department, in discussing the project on April 2, with the Ambassador of France, laid emphasis on the tubercular patients, but this classification was quickly enlarged to include officers and under-officers less seriously wounded or suffering from other diseases. However, there was still great hesitation in extending the classification and much uncertainty as to the proper limitations. All through April the Political Department continued parleying with the French Ambassador and the German Minister.

On May 1, 1916, the Pope entered the negotiations by sending to Switzerland an envoy, Count Charles Santucci, who submitted to the Federal Council a project which agreed in part with our proposals, but which was far more extensive in

scope, recommending for internment not only tubercular patients but a broader classification of sick and wounded, which included soldiers as well as officers. This project established certain useful principles which helped to give internment its final form, except that it provided for interning equal, or nearly equal, numbers of prisoners of war from each country. The Federal Council, on May 7, declared itself ready to carry out gladly the enlarged program of the Holy See, if the governments interested would give it their support.

INITIAL DIFFICULTIES

Long and delicate negotiations then began. No precedents could be found. The difficulties encountered were many.

At the very outset the difficulty arose of determining how the interned prisoners could be guarded. The Federal Council could not pledge itself to guard the interned men, as this would necessitate the demobilization of a part of their troops. What guaranty would the country which had captured the prisoner have that once in Switzerland he would not at the first opportunity escape to his own country? This perplexing problem was finally settled by the belligerent countries promising to return to Switzerland all those who had escaped from internment.

A second question arose as to the number of prisoners to be interned. Should an equal number of prisoners be interned for each power? Should a proportion be established? If so, on what basis?

The Federal Council found the solution of this second difficulty in the enlargement of the classifications of soldiers and officers for exchange, and the formation of new categories for internment. France was favorable to the reclassification, but Germany upheld the principle of number for number as provided in the Pope's first project, and to which the Cardinal Secretary of State, Gasparri, had assented in his letter of May 14, to Cardinal Amotte, Archbishop of Paris.

Although still clinging to the principle of number for number, the German Emperor, in August, 1915, personally pledged himself to the Pope to accept the principle of internment.

This pledge appeared in an official despatch from Berlin, on August 2, 1915, which declared that to arrange a plan which was favorable to the Pope, the Emperor of Germany had accepted the principle of internment and that "the conditions would be settled later." It was not until October, however, that the German government officially declared itself in accord with internment. Even then it would not yet accept the classifications, maintaining the principle of number for number.

Negotiations were continued with great zeal. Mgr. Marchetti, the representative of the Holy See at Berne, to inspire the confidence of the German Empire and to induce Germany to adopt the system of classification, then broached the idea of establishing neutral commissions which should designate those to be interned.

The next development was in the form of a project submitted to the Political Department by the Surgeon-General, on November 21, 1915. He abandoned the principle of classifications, but his proposals dealt entirely with the internment of patients who were suffering from tuberculosis of the respiratory organs and who could hope for a complete cure or a notable improvement. Germany and France were to pay for the lodging, food, and the medical treatment of their subjects and to pledge themselves to return escaped prisoners. Controlling Commissioners were to be provided at Lyons and Constance, and the internment was to be done under the direction of the Surgeon-General and the Sanitary Corps. A military doctor was to have charge of the regions where the interned prisoners were to be kept, and certain regions were proposed.

Finally, in December, Switzerland, France, and Germany agreed on the principle of classifications and neutral doctors. Toward the end of the same month, Mr. Hoffman brought up the question of the internment of civilians and made a proposition which was approved by Germany and France.

On January 4, 1916, the Surgeon-General wrote to the Political Department on the subject of the possibility of receiving at Davos, Montana, and Leysin more than a thousand interned men, and on January 15, 1916, Federal Councilor Hoff-

man was able to announce to the Federal Council that the negotiations on the subject of the "slightly wounded" had arrived at a practical conclusion. Indeed, the Political Department proposed as an experiment that 1,000 German and 1,000 French prisoners of war be quartered in Switzerland, all to be tubercular patients, providing such could be found; otherwise prisoners suffering from other diseases.

THE FIRST EXPERIMENT

This proposal, modified as to numbers only, was accepted by the belligerent powers, and on January 26, 1916, the test was made with 100 French and 100 German prisoners suffering from tuberculosis.

It was, to be sure, on a small scale, but it was at once apparent that if the plan worked successfully, it would be necessary for Switzerland to face without delay the new obligations, which would devolve upon her under such a system, and to organize a complete bureau of internment.

BUREAU OF INTERNMENT

Steps in this direction had already been taken. In the order of January 12, 1916, the Surgeon-General announced the creation in the Sanitary Corps of the Chief of Staff of the Army of a special bureau for the control of interned men. This order also provided that regions for medical treatment should be included in those under command of the sanitary officers.

A supplemental order was issued on January 25 which set forth the organization of internment. According to this order, the Surgeon-General and the Sanitary Corps of the Army were given charge of internment, the Surgeon-General being directly responsible to the Political Department. The central control was organized in the Sanitary Corps of the Army. The direction of the sanitary officers was placed under the Surgeon-General.

THE SECOND EXPERIMENT

Another internment experiment was made under an order of February 8, 1916, when interned prisoners requiring surgical care were included with tubercular patients. By February 14, there were already 883 French interns, of whom 104 were of-

ficers, in the region of Montana, Montreux, Leysin, and Oberland Bernois, and 364 German prisoners, of whom seven were officers, in the region of Lac des Quatre Cantons and of Davos.

Doctors from the camps of the belligerent nations were included in the first detachment of war prisoners, and as a result of their suggestions a revision was made at Lyons and Constance by a supervisory commission composed of Swiss doctors, and doctors from the States that had taken prisoners. This was only an experiment. The general principles were agreed upon but there were still two points of great importance to settle:

First. The list of diseases and wounds, giving the right to internment. The first list of January, 1916, with twelve categories was increased, on February 17, to twenty categories. In June and July, 1916, at the International Conference at Berne, the list was reduced to eighteen. This was published in September, and presented to the itinerant commissions then preparing to leave. Of these eighteen or twenty categories only two pertained to tubercular patients. This shows how the original project had been extended.

The following are included in these categories:

- A. All the serious nervous or mental affections requiring treatment in special establishments; these cases to be sent back to their own country.
- B. Chronic alcoholism.
- C. All contagious diseases during the period of infection.

Second. The organization of itinerant commissions composed of Swiss doctors to go to France and Germany to pick out those eligible for internment. It had already been found to be inadvisable to leave this choice to the commissioners of the camps, as was planned in the first experiment.

The instructions given to the Swiss Sanitary Commissions for choosing men from the German and French prison camps, together with the list of diseases and wounds warranting internment, were sent, on February 17, to the Federal Council and were approved by it. The instructions and lists were also approved by the Ambassador of France and the German Legation. On February 21, the Political Department announced

the forthcoming departure of the Commissions for France and Germany, and, on February 24, an order was sent to the itinerant commissions.

AN OUTLINE OF INTERNMENT

On February 24 the general outline of the organization of internment was made the subject of the following communication from the Chief of Staff:

COMMUNICATION FROM THE CHIEF OF STAFF OF THE ARMY RELATIVE TO THE SICK AND WOUNDED PRISONERS OF WAR INTERNED IN SWITZERLAND

BERNE, Headquarters, February 24, 1916

Our country, which, thank God, has been spared the evils of war, has before it a new and noble task; that of caring for the sick and wounded prisoners of war whom the neighboring States entrust to our care. Soldiers, who in battle have faced each other as enemies, hope to recover strength, courage, and health on the soil of our peaceable country.

Internment will be carried out under the charge of the Surgeon-General and the Sanitary Corps of the Army; the Surgeon-General is directly responsible to the Political Department. A central control will be organized in the Sanitary Corps of the Army.

The Surgeon-General will designate a certain number of regions. At the head of each of these he will place a directing sanitary officer responsible to him for all matters concerning internment in his region. The officers will supervise all the interned prisoners of their region. The French prisoners of war have been assigned to four regions, as follows:

1. Montana.
2. Montreux and surroundings.
3. Leysin.
4. Bernese Oberland (Interlaken, Wilderswil, Meiringen, Brienz).

The German prisoners of war are assigned to two regions as follows:

1. Lac des Quatre Cantons (Weggis, Gersau, Brunnen).
2. Davos.

The transportation of prisoners of war is accomplished under the direction of the Chief Surgeon of the Red Cross, Colonel Dr. Bohny. The hospitalization, care, and medical treatment in hotels, boarding-houses, and sanitariums are left to the directing sanitary officers; the expenses fall on the belligerent States. The interned receive pay from their native country, as well as clothing allowances, including cloaks, underclothing, and shoes. The tubercular patients also receive woolen blankets.

Correspondence between the interned and their relatives is permitted; the relatives of the interned are also permitted to reside in the neighborhood of the respective regions; nevertheless, for the time being, except in exceptional cases, the relatives are not permitted to help in the care of those interned prisoners seriously ill, or even to observe the care given them. The interned prisoners enjoy the privilege of free postage service as well in Switzerland as in foreign countries. On arrival at his destination, the interned prisoner receives a postcard, which he sends immediately to his nearest relatives to inform them of his condition and to give them his address.

In view of the physical, as well as the intellectual, well-being of interned prisoners, the Surgeon-General, acting with the Bureau Central pour le Bien du Soldat, has adopted the following: the Swiss Society, Le Bien du Soldat (directed by Mlle. E. Spiller), is to have charge of, and is to manage wherever it seems advisable, places where soldiers can be served with non-alcoholic beverages.

The kind offer of the Swiss Y. M. C. A. to assist in helping the interned has been accepted with gratitude. The Commission romane des U. C. J. G. pour les prisonniers malades (M. F. Barth, president) has declared itself ready to furnish writing materials, reading matter, and other things of intellectual interest to the interned French. The Deutsch-Schweizerische Kommission der C. V. J. M. für Kranke Kriegsgefangene has offered to do the same for the German interned.

The religious care of Protestants and Catholics has been given over to the Société suisse des aumoniers (capitaine-aumonier, H. Savoy) and that of the Hebrews to the Society of Mogen David Rouge (Dr. M. Erlanger).

The League Pro Captivis at Berne (Dr. R. De Tavel, president) has charge of repairing and cleaning the clothes of the interns. This neutral relief committee has expressed a willingness, if we so desire, to extend its activity in preparing and accomplishing other tasks. The relief committees at Berne, officially recognized by the neighboring States, together with us, have undertaken to provide for the needs of the interned and to procure for them intellectual or manual work. The Germans will be taken care of by the Kriegsgefangenenfürsorge, with which there is connected a central library. The French interned depend upon the Bureau de Secours aux Prisonniers de Guerre at Berne.

All the fellow citizens of the interned, living either in Switzerland or foreign countries, are requested to address all requests and offers of service to the Relief Committee in their own countries. The Swiss people, desirous of helping the interned, are asked to address the Bureau Central pour le Bien du Soldat or the directing sanitary officer of the respective regions. The hotels, boarding-houses, and sanitariums which wish to offer their services have to report to Sanitary-Captain Dr. Schwyzer. Only by adhering to these directions can one hope to eliminate waste and destruction of the means and forces at our disposal.

We recommend that all efforts tending to relieve the lot of belligerent soldiers, who have come to us seeking recuperation, shall come from the Swiss people as a whole, and we hope that it will find, in accomplishing this common work, a new occasion for strengthening the bonds that unite us.

(Signed) Surgeon-General Colonel HAUSER

(Signed) Captain WIRZ

Of the Bureau Central pour le Bien du Soldat

A lengthy order from the Surgeon-General, on February 25, 1916, sets forth the details for surgical and dental treatment, administration, pay, and means of service. It took up the work which could be given to the interned and requested a report on this subject from the directing sanitary officers. At the same time, he issued a warning against the scattering of efforts and gifts, and designated a certain number of societies to provide for the physical, as well as the intellectual and moral, welfare of the interned men. The itinerant commissions left for France and Germany in March, 1916. The instructions of the Surgeon-General, on April 21, provided for fifteen regions of internment, with lodging provided for 12,000 interned; then, in proportion to the need, new regions were created and others divided into two parts, so that in December the number of regions amounted to twenty.

England, during the period of this early development of the internment system, had remained aloof, but finally, in the spring of 1916, gave her sanction to the idea.

Following the experimental internment of prisoners in February, 1916, three large groups of war prisoners arrived in Switzerland in May, August, and September, 1916; in December, 1916; and January, 1917.

The system of internment of prisoners had now met with the general approval of the belligerents, and finally two international conferences were held at Berne, presided over by the Surgeon-General, the first on June 15 and 16, 1916, between the Swiss officers and the representatives of Germany, the second on July 10 and 11, 1916, between the Swiss officers and the representatives of France, England, and Belgium. After an exposition by the Surgeon-General of the development of internment, several points of detail were discussed, among

others, the activity of the itinerant commissions and the controlling commission, the list of categories of sicknesses and injuries warranting internment, repatriation, etc.

In the course of these conferences, the principle of proportionality between the interned of different belligerent nations was definitely abandoned. The institution of internment was from this time on firmly established, although not in an unchangeable form. If the principle is just it ought to be fruitful; the longer the war lasts and the more extensive it becomes, the more internment ought to extend its organization.

RECOMMENDATIONS

On September 24, 1916, the Surgeon-General explained to the Political Department how, in his opinion, the solution of the present problem, which each day demands more extensive measures for the hospitalization of sick and wounded prisoners of war, was to be found in international agreement.

According to him, hospitalization should be applied to:

1. Germans, English, Belgians, French; these are already cared for in Switzerland.
2. French civilians imprisoned in Austria, and Austrian civilians imprisoned in France.
3. Fathers in good health. This class at first did not seem worthy of the same attention as the others, but it is necessary to consider that these fathers of families, generally of middle age, are chosen from among those who come from the occupied French regions, and if they can come to Switzerland, then at the end of the war they will return to their homes strong and healthy, and they will be a vigorous element in that population of feeble women and children who have become sick because of lack of nourishment. The internment of the fathers of families is of the greatest importance to the future generation of a large part of France.
4. Young prisoners of war, who, by internment, escape the physical and moral dangers of captivity; it is needless to insist on the importance of this category.
5. Hospitalization of Austrians and of Italians does not seem urgent.
6. Hospitalization of Austrians, made prisoners in Serbia, and now in France, is required from the medical point of view; on the other hand, as regards Serbia, for the time being no longer existing, an internment of Serbians who are prisoners in Austria would be

difficult, but agreement might be made with Austria to restore to their families Serbians falling within the categories of internment.

7. Germans and Austrians who are prisoners in Russia, and Russians who are prisoners in Germany and in Austria; the hospitalization of this group would be especially urgent.
8. Subjects of other belligerent States.

The task of hospitalization, continues the Surgeon-General, is an immense one and of imperative necessity.

It is difficult to estimate the number requiring hospitalization; nevertheless, one might estimate it to be at least two or three per cent. of the prisoners of war. It is evident that the number of men for hospitalization depends very largely on the categories of sick and wounded, which require internment. According to the present categories one might estimate that these men will represent three per cent. of the total number of prisoners of war; one might reduce this proportion to two per cent. if these categories included only those cases of sick and wounded which require treatment that cannot be given in prison camps.

By enlarging the categories of repatriation, the idea of hospitalization is extended without disadvantage to the belligerents. Evidently, in the matter of repatriation, it is necessary to be more severe with officers and non-commissioned officers than with soldiers.

Hospitalization ought to be extended as far as possible, the more so as it concerns not only care of the sick and wounded, but also occupation and work for those who have recovered their health. This complicated question would be very simple if those cured could be sent back to their own countries or into captivity, but neither of these solutions is possible.

Any country that wishes to carry out hospitalization ought first to take an exact census of its resources from the viewpoint of lodging and feeding the interned, and the work to be given them.

Switzerland is well adapted for hospitalization, having a great number of hotels and sanitariums. On the other hand, the smallness of the country is an inconvenience and the food

resources are restricted, although they have sufficed up to the present time. The relatively large number of doctors and hospitals facilitates the task.

The providing of occupation will encounter no insurmountable obstacles if a large number of interns are set to work in agricultural pursuits and forest exploitation.

Given the present political situation, we can very certainly maintain in Switzerland for a long duration of time, providing our military and economic conditions will permit, 30,000 men in our hotels, sanitariums, and hospitals, and 5,000 to 10,000 in the camps with barracks and workshops.

It goes without saying, that Switzerland, reduced to her own resources, is not a state to exercise hospitalization on so vast a plan. That which has been done, that which can yet be done by her, is only a part of that which ought to be done by the rest of the world. She has rendered the service of putting an idea into execution; she has proceeded with experiments, and the numerous experiments that she has performed in the direction of hospitalization will be instructive and valuable.

The work of hospitalization can be carried out completely and extensively only if it is placed on an international basis. Even the neutral states of Europe cannot carry on this task. The collaboration of America is indispensable.

The work of hospitalization, the Surgeon-General points out, deserves the attention of the Federal Council, as the first step towards bringing together the neutral states, then the neutral states and the belligerents, and perhaps even the belligerent states themselves.

Thus, perhaps, this work of so great practical importance for the belligerents and, indirectly, for the neutrals, will open the eyes of many to the frightful consequences which a world-war will inflict on the future of nations.

CHAPTER II

SELECTION, SUPERVISION, AND TRANSPORTATION OF INTERNED PRISONERS

It is necessary to distinguish between Itinerant Commissions and Commissions of Control. The duty of the Itinerant Commission is to visit prisoners' camps, not to inspect, but to designate candidates for internment. It also designates the men who, because of serious illnesses or wounds, are eligible for repatriation. The latter are relatively few, however, for the majority have already been repatriated. There is no need, therefore, of speaking of internment in connection with them.

English, French, and Belgian prisoners designated for internment by the Itinerant Commissions in Germany are brought to Constance. German prisoners to be interned are brought to Lyons. In these two cities they are examined again by a Commission of Control.

The prisoners approved for internment by this last commission are definitely interned. They are then divided by the Officer of Distribution, a Swiss, into the following groups:

1. The region in which they are to be interned. This depends often upon the category of illnesses or wounds in which they were entered.
2. The number of beds available in that region.
3. Capacity of the train.

These groups are then sent to the railroad station to entrain.

The Officer of Distribution is responsible for the regulations concerning the control of interned men, and the assignment of the interned men in the regions selected. He is also responsible for the baggage of these men.

ITINERANT COMMISSIONS

There were no Itinerant Commissions in France or in Germany for the first assignment of interned men brought to

Switzerland on January 26, and February 8 to 14, 1916. The camp physicians chose the prisoners, the greater part being tuberculous, and sent them to Lyons or to Constance.

The first instructions for Itinerant Commissions were issued on February 16 and 17, 1916, giving the categories of illnesses and infirmities justifying internment. Five commissions were designated for France and five for Germany, with two Swiss sanitary officers on each. They were to commence their work on March 1st at Lyons, Paris, and Berlin. A third member, French or German, was added to each commission as president.

No commission was appointed for England as her consent to the principle of internment had not then been given. By June, England had adopted the plan, and then four commissions left for Germany to examine English prisoners and five commissions for England to examine German prisoners. The formation of these commissions was similar to the others, and an English officer was chosen as president.

In each camp the arrival of the Commission was posted five days in advance. Examinations were carried on in the presence of the physician in charge of the camp. All the prisoners presented themselves, and those having indications of illnesses such as to warrant internment, or who even believed they had them, were held for examination. No prisoner could be punished for having presented himself even if the result of the examination did not substantiate his claim.

All the men designated by the Commissions for internment were brought together at Lyons and at Constance where the Commission of Control had the last word to say, and where the Officer of Distribution designated to each one his place of internment.

New instructions were given to these Commissions on October 7, 1916, similar in substance to those of February, but more detailed. Under these instructions, commissions were to establish lists of interned civilians proposed for repatriation and for internment, and also lists of military prisoners—officers first, then non-commissioned officers, and finally soldiers.

Candidates for internment because of sickness were to present themselves giving a history of their disease. In France each sick soldier had a certificate of illness carefully filled out by the hospital in the important camps. In less important camps, such as the agricultural or industrial camps, histories of the sick men were insufficient or lacking, and for the civilians they were entirely lacking. The same state of affairs existed in Germany, although Germany, apparently, had more facilities for examinations and analyses than France.

BUREAU OF INFORMATION

In the first instructions for the Itinerant Commissions, the Army Surgeon was given the prerogative of recommending prisoners for internment. These lists he sent to the Commissions. Soon, however, his office and those of the Commissions were swamped with requests and letters of recommendation for internment, often five to ten to a single prisoner. Many of these indefinite letters necessitated long and often fruitless researches. This led in June, 1916, to the creation of a Bureau of Information, at 39 Rue du Marche, Berne. All requests for internment had to be sent to this bureau and lists were then forwarded to the commissions before the departure of the prisoners.

COMMISSIONS OF CONTROL

The Commissions of Control are composed of two Swiss Army doctors, two doctors from the army of the country which has taken the captives, and a representative of the ministry of that country. The latter has no right to vote.

The Itinerant Commissions having already examined the men presented to the Commissions of Control, the latter have only to decide doubtful applications for internment or those rejected by a majority vote of the army doctors.

The men rejected, provided there is any doubt as to their health, are not sent back to the station for ordinary prisoners but to a station especially provided for doubtful cases (camps d'inaptes) where they are observed with a view to subsequent internment or repatriation. The Commission of

Control also requires all men designated by a previous commission for internment or repatriation, who have not presented themselves, to justify their absence.

TRANSPORTATION

In accordance with the instructions of the Surgeon-General all transportation of interned men is within the jurisdiction of the head physician of the Red Cross who has charge of arrangements with the confederated railways and other means of transportation, the cleaning and the disinfecting of transport material, and the care of the men during the trip, etc. For a normal transport, the detachment which accompanies trains of interned men is composed of an officer, a non-commissioned officer and seven men, all of whom are placed at the disposal of the Red Cross.

Before the departure of the convoy of interned men the officer in charge of the train receives from the officer of assignment lists in triplicate of the men. On leaving Geneva or Steckborn, places of entry into Switzerland, a secretary from the Bureau of Information and secretaries from the embassy or the legations concerned, accompany the train and verify the transport lists. The officer of assignment at Lyons or Constance divides the interned men in the railway carriages in such a way that the splitting up of the train is easy.

The convoys leaving Constance, as a rule, go as far as Lucerne, Berne, or Lausanne without being divided, and those leaving Lyons, as far as Lucerne or even Zurich and Coire. These cities are the exchange stations or rather the stations for separating trains into sections. Until these exchange stations are reached the commanding officers of the train, the sanitary detachment and the whole convoy are under the orders of the head physician of the Red Cross. From the exchange station to the terminal stations the convoy is under the orders of the directing sanitary officers.

The physician-in-charge from the Red Cross has taken the following measures for the transportation of interned men: the military trains transporting interned Frenchmen leave Constance at 7:30 in the evening and arrive at Berne at 12:45,

where during a long stop the prisoners are clothed and fed; a representative of the French Embassy furnishes them with a complete uniform (underwear included) and a bag for packing away their old clothes. Usually the men interned continue their journey on the first regular train in the morning.

The military trains transporting interned German soldiers leave Lyons-Bretteaux about 3:25 in the afternoon. They arrive at Geneva at 7:30. Both the interned men and the men of the convoy partake of a meal offered by the Red Cross of Geneva. These trains leave for Zurich at 8:40. At Olten the interned men going to Central Switzerland are taken from the train and reach Lucerne by the first regular train in the morning. At Zurich there is a long stop for dressing and luncheon; then the convoy is separated, and again placed in charge of the directing sanitary officers.

There have been up to the present, four series of arrivals of interned English, Belgian, and French prisoners, that is, fifty-six convoys; and four series of arrivals of interned German prisoners, with latterly some Austrians, making twenty-eight convoys.

With rare exceptions, the convoys have not occasioned any unpleasant manifestations and the interned men are well received at all the railway stations. As is natural, they are the objects of many kindly attentions.

CHAPTER III

LOCATION AND MAINTENANCE OF INTERNED PRISONERS

As early as November, 1915, the Surgeon-General of the Army had designated localities for internment, selecting Davos-Wiesen for the interned Germans, and Leysin-Montana for interned Frenchmen. He estimated that he could accommodate 2,000 interns in these districts. By February, 1916, however, it became apparent that more districts must be added, and Montreux and the Bernese Oberland had been selected for the Allies, and the Lake of the Four Cantons for the Germans. In June, the penal colony of Witzwil, and in August, the district of Kalchrain were opened for interned men. Other numerous modifications had to be made in the localities as the number of interned continued to increase rapidly.

OFFICERS IN CHARGE

A supervising sanitary officer was placed at the head of each internment region with the right to name a head for each section. These section heads have been selected from among the non-commissioned interned officers and they are placed on duty at the hotels, boarding houses, sanitariums, etc., where the interned then are quartered. The heads of the establishments designate a floor head for each floor, and for each room, a chief of quarters.

With the constantly increasing proportions of internment, it became necessary to appoint aids to the directing sanitary officer. To meet this situation, Swiss officers of sanitation and others were appointed as *Commandants de Place* and placed in charge of the various sections. This officer is responsible to the directing sanitary officer and has under his command the heads of internment quarters, selected from interned non-commissioned officers. The discipline of the men, the appearance of the establishments, the visits to the men, etc.,

are all under the supervision of these *Commandants de Place*. They are supposed to act within the limits of their jurisdiction, in as independent a manner as possible, and ought to have initiative, because upon them rests entirely the good management of the sections. The installation of these officers has had a beneficial effect on the discipline of the interns.

Non-commissioned officers among the interned can make their good qualities felt in exercising over their compatriots an influence and authority which the Swiss would often have difficulty in assuming. In general, the directing sanitary officers have made efforts to confer some authority on the interned non-commissioned officers, and the results have been most encouraging. The function of interned officers, acting as superintendents, tends to become more important, but many delicate questions arise and there is much need for tact. The example at Mürren, where the English officers at first too often forgot that they were prisoners, and took the part of their men against the Swiss officers, shows that it was necessary to be discreet at the beginning and not grant a power to the officers which, in practice, could not have been maintained without difficulty and even danger.

For each section, the directing sanitary officer, designates one or more practising physicians, chosen, in the first place, from among the military physicians living in the region. The task of the practising physician is a noble one if taken seriously. "Too many of the interned men live from day to day, well lodged and well nourished, but idle. They lose the use, apparently, of their muscles (*anchylosis*) because of lack of work and failure to follow the treatment appropriate to the case." These are the words of a directing sanitary officer who adds: "The practising physician often occupied himself only with internal ailments. They would accomplish splendid results if they struggled against this inertia, urging and forcing the men to work instead of holding them back."

Each directing sanitary officer has a clerk. These clerks, and all orderlies, are chosen, as far as possible, from among the interned men. Interned men receive their clothing from their native country.

MILITARY ZONES

By order of the General Army Staff, military zones have been designated, and the boundaries indicated upon a map. Access to these zones is forbidden to the interned men. The General Staff, however, has reserved the privilege of granting special permission to detachments of interned men, assigned to special work, to enter the zones, and where warranted, other exceptions are made. In the case of mobilization, all the interned men in the regions are to be removed by routes which have already been mapped out.

QUARTERS OF INTERNED MEN

The men are quartered in hotels, boarding houses, sanitariums and the like. In selecting these, an investigation was first made in cooperation with the Society of Swiss Hotel Keepers. Special consideration was given to hotels in distress because of the war, but which at the same time met the required conditions. In all cases it was necessary to choose hotels but little frequented by foreigners as, for obvious reasons, it was necessary to avoid promiscuous association between foreigners and interned men.

These establishments in no way resemble hospitals; sleeping accommodations for large numbers are rare; the rooms are bright and attractive and can, as a rule, receive two, three or at most four occupants.

The interned soldiers are divided into two classes, in accordance with their quarters and their food: (*a*) Officers; (*b*) Non-commissioned officers, corporals, and soldiers, who are, as far as possible, quartered separately. Interned civilians form also two categories: (*a*) Those who can pay for their own support, to whom one region is assigned; (*b*) those who cannot pay and who are treated as soldiers.

No special contract has been concluded with the proprietors of the establishments, the Internment Department reserving the right at a moment's notice to clear any establishment if the military situation makes such a step advisable.

The proprietors of the establishment are paid six francs for the officers and four francs for the soldiers. An increase

in this is allowed for tuberculous patients, for whom extra food is necessary. The maximum that can be paid is eight francs for officers and five francs for soldiers.

The usual plan for feeding interned men fixes the kind and the quantity of nourishment which is to be furnished to each man. A menu has been established as follows:

| | |
|--|-------------|
| Bread | 350-400 gr. |
| Milk | 750 gr. |
| Meat without bones | 175 gr. |
| Potatoes | 500 gr. |
| Macaroni, rice, noodles, beans, peas, etc. | 500-150 gr. |
| Pastry, oats, barley, rice, etc., for soup | 50 gr. |
| Legumes to the value of | 10 cents |
| Cheese | 50 gr. or |
| Bacon | 40 gr. or |
| Sausage of corresponding nutritive value | |
| Coffee (roasted in 2 rations) | 16 gr. or |
| Cocoa (in 2 rations) | 20 gr. or |
| Coffee, 8 gr., and cocoa, 10 gr. | |
| Sugar | 20 gr. |
| Butter, perhaps in the form of melted butter | 10-20 gr. |
| Preserves | 20 gr. or |
| Fruit, cooked or raw | |

This plan of alimentation does not afford much profit to the hotel keepers, especially in view of the constant increase in the price of the most necessary food.

It is useless to insist upon the stupidity of rumors spread abroad by ignorant or malicious people, that Swiss hotel keepers, and the Swiss people in general, are exploiting the universal wretchedness for their own profit. A book of menus is regularly kept by the manager of each establishment in which, besides the bill of fare for each meal, a space is reserved for observations or complaints of the interned men.

Upon the request of the Prussian Ministry of War in the German regions, two interned men have been appointed as aids to each manager of an establishment to form a house-keeping commission for the purpose of controlling and eventually transmitting complaints with reference to the menu.

The hotel keeper must also keep a register of his purchases and of their use, in order to facilitate control over the meals.

This organization gives ample opportunity to the hotel

keeper to defend himself in case of complaints, and allows the Swiss officer to control the food in each establishment.

At the end of December, 1916, the Surgeon-General of the Army, after having consulted the directing sanitary officers, wrote to the State Department, that it would be easy to quarter 20,000 more interned men in Switzerland under the same conditions and without constructing barracks.

CHAPTER IV

EDUCATIONAL FACILITIES FOR INTERNED PRISONERS

On June 27, 1915, the *Swiss University Work for Student Prisoners of War* was formed with a central office at Lausanne, under the presidency of Professor M. Louis Maillard.

With the consent of the Army Medical Staff, this organization assumed the intellectual care of the men interned in Switzerland. In June, 1916, a questionnaire was sent to all the internment regions for the purpose of determining how many interns in each region could be ready to follow courses. The work was started in September, and the student interns were permitted to follow courses in the principal intellectual centers of Switzerland, but were subject to the same rigid military discipline in force in the internment regions.

The *Swiss University Work* divided the regions and sections among the different university committees of Geneva, Fribourg, Neuchâtel, Berne, Zurich, Bâle; procured books for study, created or developed regional libraries, facilitated access to the libraries already in existence, and organized conferences and lectures. Finally, arrangements were made so that the Federal Polytechnic School at Zurich, the Universities of Bâle, Berne, Fribourg, Geneva, Lausanne, Neuchâtel, and Zurich, the normal, secondary, and professional schools, the schools of commerce, etc., opened their courses to interned pupils and students. Blanks for registration were sent upon request. The last date for registration was the 5th of October. Only the interned men fulfilling the regular conditions were to have the status of regular students. The others who gave evidence of a satisfactory educational training were admitted as auditors.

Swiss University Work made the following announcement: "The interned men who, forgetting the seriousness of the

times, think they will be able to compensate for the hard work of the lessons by the agreeable pursuits of a stay in the city, and who do not see anything better, the lazy, the incapable, the non-serious—if there are any—would do well to withdraw their requests and avoid penalties which are disagreeable for all concerned.”

It was at first feared that among the serious interned students, desirous and capable of following courses, some would slip in actuated by the sole desire of quitting a mountainous region to go to a center richer in diversions of all sorts. Commissions, therefore, were nominated for each region to check over the requests for enrolment. These commissions were composed of the sanitary directing officer, a representative of *Swiss University Work*, an officer of university education for each nationality interested, and two secretaries. These commissions examined all requests for enrolment, saw certain interned men themselves, finally examined all doubtful cases, heard each one of those interested, and pronounced immediately as to the admission of the candidate.

Upon the request of the German Legation, German officers were permitted to study only in two categories: first, those who before the war were still students and whose studies had been interrupted by the war; second, those officers who, in consequence of wounds, would be obliged to change their vocation and prepare themselves by study for their future career. All other German officers were too busy themselves in the interest of the interned community, supervising work, courses, etc.

It was inevitable that some of the students would abuse these privileges. A conference of the *Commandants de Place* was held at Berne, on December 12, to discuss ways and means to correct these abuses.

The University *Commandants de Place*, having reported that the courses were not regularly attended and that certain interns took a ridiculously small number of hours in their courses, the army doctor gave the University *Commandants de Place* an order to establish a roster of such students, to follow their work very closely, and if it was unsatisfactory to

send them back into their regions. The attendance on the courses was to be controlled by attendance slips maintained by trustworthy interned students. It is of the greatest importance that the bad element does not discredit the interned students, and the Internment Department is taking all the measures in its power to combat such tendencies. The most severe control will be exercised over the whole membership and over each interned student. In the beginning they were much pampered by the Swiss population.

The departure of the interned students has rendered momentarily more difficult the maintenance of discipline in certain regions by depriving them of their best elements. The intellectual and artistic life in the regions has also suffered at times from this. Perhaps the demands of those interned wishing to study were not always considered carefully enough.

The trade college in Switzerland decided that the interns should pay nothing to take its courses. Unfortunately, this created shocking inequalities among the students; thus, in the same lecture room a Swiss of small means who has paid to pursue the course might be seated next to an intern of means, who has paid nothing for the course.

This university work has yielded to an initial movement of generosity from which it is difficult to withdraw. It is one case among many proving that in Switzerland we must see to it that our compatriots do not, in the end, feel themselves injured. This would induce a reaction all the more serious as compared with the first movement on behalf of the interns which was too spontaneous.

At the Jaccard Lycée numerous courses for the interned, given by professors among the interns themselves, civilians or soldiers, were created in conjunction with the courses of the institution—courses in accountancy, stenography, commercial law, languages, and fifty-four hours of lessons given by seventeen non-commissioned officers, soldiers, or civilian interns.

A technical school for interned Germans has been founded at Zurich, dependent upon the subdivision for interned students. In this school courses are given in algebra, geometry,

mechanics, electricity, chemistry, construction, and drawing; ten to twelve professors are attached to it and pupils have been sent to it from all the regions of the interned Germans.

Other schools for interned men, which depend upon the subdivision for interned students, have been founded or are under consideration. They are only mentioned in this report because they did not begin work until after the 31st of December, 1916.

In the cities where interned students are staying, facilities of various kinds have been prepared, commutation rates for the street railways reduced, admission to libraries granted, either entirely free or at a moderate price, and admission permitted to various institutes, athletic clubs, and student activities.

CHAPTER V

CIVIL RIGHTS OF INTERNED PRISONERS

Men interned in Switzerland have no legal domicile; they have only a domicile which is forced upon them, a domicile of restraint. They are considered as prisoners. As a result, they cannot resort to law on civil matters, nor can they engage in commercial pursuits.

Interned men can marry during their stay in Switzerland. The marriage is contracted according to Swiss law, the interned soldier procuring the authorization of his marriage in accordance with the military laws of his country. Any interned man is permitted to marry when the State from which he comes declares its willingness to recognize his marriage. In the case of the decease of the interned man certain legal formalities are provided for.

In discussing discipline one speaks primarily of men who disobey the rules adopted. Thus it is necessary from the beginning to insist upon the fact that the delinquents form a very small minority among the interned men, and that one must be on guard against offensive generalizations. The interned men, as a whole, are worthy of all the interest of the Swiss, but this interest ought to be intelligent.

It was to be foreseen that, besides the good elements among the interned men, there would be evil elements; among the sick and wounded there would necessarily be men who were tuberculous, or more or less indisposed to medical treatment, either because of alcoholism or misconduct. There would also be unhappy ones who had been led astray by the life in the country and in the prisoner's camps, and finally, criminals, perhaps, who had undergone judicial sentence, and whom the camp commanders would be glad to have leave.

It is certain that the two principal causes of breach of discipline among the interned men are alcohol and sexual immorality.

One will understand why numerous cases of breach of discipline occur in the camps. Many of the soldiers are yet weak, having little moral or physical resistance, and are surprised by the reception which greets them.

Severe penalties threaten any intern who makes untruthful statements concerning life in the prison camps. Interned men are also prohibited from giving information without special authorization from the Surgeon-General of the Army.

At the beginning of internment, for many reasons, there were numerous cases of breach of discipline. Since the end of the year 1916, however, the discipline has improved, the Swiss and the interned men having become accustomed to one another. Certain evil elements have been eliminated, some of the men having been sent back into captivity or placed in disciplinary camps. The directing sanitary officers have aided one another, and have learned to know their men. The superior authority has taken suppressive measures and is still taking those which in the light of experience have shown themselves to be necessary, and now from the point of view of discipline internment is running normally.

USE OF ALCOHOL

The frequenting of inns and the use of alcohol are carefully regulated. The consumption of alcohol in daytime is prohibited. Exceptions may be made for the mid-day or the evening meal, with the authorization of the practising physician, the *Commandant de Place* or the directing sanitary officer. In such instances the quantity is limited to two decaliters of wine or a half bottle of beer a man for each meal.

From statistics of disciplinary punishments, one can see the rôle played by alcohol, and the danger incurred by the interned men from this point of view cannot be made too imperative. Internment might be a marvel of organization, but if it did not take the necessary measures to prevent the ravages of alcohol upon interned men, the work of physical and moral regeneration would be sapped at its base. Alcohol, that great destroyer of the organism and the will, would prevent the men from again finding among us health and moral

force. Or if perchance they should regain their strength, the use of alcohol would again undermine it, and the noble work of internment would have been in vain.

Internment has then a great task. The directing sanitary officers and the *Commandant de Place* have closed or restricted certain cafés, but their efforts are often rendered useless by the population in general and by the municipal powers of certain localities (Leysin, for example) which do not wish to take any measure to keep interned men out of the cafés.

The monthly reports from the regions are almost unanimous in designating alcohol as the cause of most of the punishments. As one monthly report says (Central Switzerland): "It is always the same old story, wine, woman, and song, and song is the least harmful."

The English soldiers receive too much money. Thus, according to the September, 1916, report from Mürren, 8,000 francs poured into the camp in two days (September 20 and 21). The effect of this money is seen in that while there were only six punishments between the 12th and the 31st of August, there were sixty-five in September, in spite of the prohibition of liquor drinking and the closing of the cafés.

The sending of money is a great danger, not only for the English but for all interned men, and consequently for the welfare of all the regions. Thus, in the section of Diable-rets, it has been stated that 270 interned men in that section received 23,000 francs in two months, of which 900 francs came from Switzerland, and as a consequence there were many disorders in this section.

INSTITUTIONS FOR THOSE AFFLICTED WITH ALCOHOLISM

The establishments for those afflicted with alcoholism are under the orders of a Swiss officer, who exercises the function of a *Commandant de Place*, and one or two non-commissioned officers, adjutants, sergeant-majors, and sergeants.

The discipline in the establishments for those afflicted with alcohol is exceedingly difficult to maintain; the men who are there cannot go out walking, and the admission to the cafés is denied to them, although very often the population gives them

drink. They have no money, for the money-orders which are addressed to them are returned, but some of the prisoners are clever enough to have their money-orders addressed to some resident who hands over the money to them.

This complicity of the population to which we have referred a number of times has caused many difficulties in this place as well as in many others. It is necessary to send the unmanageable into a disciplinary camp as soon as a serious fault is committed.

MILITARY JURISDICTION

The judicial affairs of the interned men are governed by military laws. On July 1, 1916, the Federal Military Department designated to the military courts jurisdiction of the various regions occupied by the interned.

In cases of serious breach of discipline, transcending the military courts, the directing sanitary officer takes the necessary steps to prevent the escape of the supposed culprit. He collects the evidences of the delinquency and conducts a preliminary investigation. The result of this investigation is sent to the Surgeon-General of the Army, who decides whether the case shall be sent to the military courts or shall be simply the object of disciplinary penalty.

If the case is to be brought before a military court, the Surgeon-General of the Army, or, upon his order, the directing sanitary officer, orders an investigation. The interned man, against whom a judicial inquiry is directed and whose arrest is required, is placed under simple arrest, to the exclusion of any other severe treatment. The order demanding an inquiry goes to the examining magistrate of the military court having jurisdiction over the region from which the interned man in question comes. The judge of the military court can conduct the inquiry, and justice follows its course without any interference on the part of the military authorities. The execution of the sentence belongs to the Military Department of the canton where the interned man is residing.

In cases of crime committed by civilians against interned men the ordinary courts have jurisdiction.

. The monthly reports from the regions indicate that the discipline is improving. There were, at the beginning, great difficulties and some mistakes. But, little by little, the evil elements have been eliminated and the *Commandants de Place* have learned to know their men, and have more time to study individual cases. Finally, in many localities, officers of the service for interned men have been installed who have aided the task of the Swiss officers. All classes of the population are becoming accustomed to internment although their conduct still leaves much to be desired.

CHAPTER VI

TREATMENT IN SANITARY INSTITUTIONS

It will be recalled that internment in Switzerland began with tuberculous patients, but other categories were at once admitted for internment, so that finally, in the list of eighteen categories of sicknesses or wounds which were approved as warranting internment, there are only two categories of the tuberculous.

All interned men are carefully examined by physicians and assigned for treatment. The cases of malarial infection are numerous among interned men. On July 20, 1916, the Surgeon-General of the Army published a treatise by Professor Cloetta of Zurich on the latest researches which had been made on the subject of malaria and the method of treating it. There was some question about opening institutions for epileptics, but the Surgeon-General of the Army has given up the plan, because the number of men afflicted with this disease did not warrant such a step.

SURGICAL OR ORTHOPEDIC TREATMENTS

In view of the great number of wounded who arrived in Switzerland insufficiently treated or cared for, it was imperative to obtain in all the regions of internment a detailed and uniform examination of all the cases of war-wounds demanding surgical or orthopedic treatment as well as information necessary for the treatment of these cases.

In September, 1916, the Surgeon-General of the Army ordered Captain Matti, Sanitary Captain of Berne, to visit all the regions and to examine all cases for which there might be a question of surgical or orthopedic treatment.

The increase in the number of interned men, however, soon made it necessary to divide the regions of internment into four zones, each to be inspected by a supervising surgeon to examine surgical cases and pass upon the necessity of an operation.

THE SANITARY INSTITUTION OF THE ARMY AT LUCERNE

A. S. A. Armee-Sanitäts-Anstalt

In the instructions addressed, on June 18, 1916, to the directing sanitary officers, the Surgeon-General of the Army, announced the installation at Lucerne of a sanitary institution under the military and technical direction of Captain Dr. Brun. "In this institution," he said, "special attention will be paid to war-wounds of every kind and their consequences, also to those cases in which modern medicine and surgery can reduce fatalities to a minimum."

The *Armee-Sanitäts-Anstalt* is the central hospital for surgical cases among the interned, and the first operation was performed there on July 4, 1916. The cases which have since been treated there may be divided into the following categories: nervous sutures, trepannings (especially for epileptic troubles due to wounds upon the skull), pseudarthroses, ankylosis, contractions of the limbs when fractures have been badly healed, fistulas (of the bones, of the lungs, or intestines), etc.

The *Armee-Sanitäts-Anstalt* contains 190 beds divided among the wounded of different nationalities, eighty-four beds for the Germans, seventy-eight for the French and Belgians, twenty-two for the English, and six for the officers. There have been three or four interned civilians suffering from hernia, etc., who have been cared for at the sanitary institution.

During the first six months of its existence, an average of eighty-one Germans, twenty-three English, three Belgians, seventy-two Frenchmen lived at the hospital, and the number of interned men who enter and leave the sanitary institution each week is between twenty-five and thirty. Except for three or four beds, which are reserved for cases of urgent need, all the beds are continually occupied. Up to the 31st of December, 1916, there had been 457 operations which, with the exception of Sundays, make an average of three operations per day.

The staff is composed of eleven surgeons, three physicians, and seventy-six assistants, fourteen of whom are Catholic sisters from Ingenbohl. A polyclinic service in three hotels

is dependent on the sanitary institution; one for the French and Belgians, one for the English, and one for the Germans.

As there are more wounded men waiting than can be accommodated at Lucerne, a new sanitary institution will be established at Fribourg. Meanwhile, several private clinics have been opened with the approval of the sanitary institution.

Many difficulties arose, and it became necessary to establish strict rules designating the classes of interned men who must pay for operations, medical and dental attention, etc., and those who could obtain services free.

The list of men, wounded or afflicted with serious diseases, who were interned in Switzerland, March 6, 1917, follows:

Classification of the Afflictions of the Interned

MARCH 6, 1917

| | <i>Germans</i> | <i>French</i> | <i>Belgians</i> | <i>English</i> |
|--|----------------|---------------|-----------------|----------------|
| Men with amputations | 45 | 80 | 2 | 24 |
| Men with functional loss of limbs | 172 | 330 | 18 | 49 |
| Epileptics | 74 | 113 | 29 | 24 |
| Men afflicted definitely with nephritis | 70 | 225 | 17 | 11 |
| Diabetes melitus | 11 | 76 | 1 | 1 |
| Mental cases including severe neurasthenia | 40 | 165 | 24 | 14 |
| <i>Totals</i> | <i>412</i> | <i>989</i> | <i>91</i> | <i>123</i> |
| <i>Grand total</i> | | | | <i>1615</i> |

CHAPTER VII

RECREATION AND OCCUPATIONS FOR INTERNED PRISONERS

Work is a necessity for interned war prisoners. It is the only way to restore them after the ravages that sickness, wounds, and a long captivity have made on their minds and bodies. Switzerland must furnish the interned prisoner with diversion so that he does not become lazy and fall a prey to the numerous temptations that he finds in our country. She must make, or remake, men of them, so that once the war is over they will be capable of establishing a family; or if they have a family, of resuming their life with it on a proper basis and so to lift up their country. It is our desire to send back to the belligerent states workers—not loafers.

“Work,” says a circular of the Belgian Legation, “is a moral and physical necessity. A desire to avoid it is shameful treason toward the Fatherland; no Belgian in good health has the right to remain inactive.”

Immediately after the arrival of the first interned prisoners, the public interested itself in providing occupation for them which would be both interesting and healthful from a moral, religious, and social point of view.

Work has been declared obligatory for every intern whose health permits it. As soon as he is sufficiently well to be considered cured and capable of doing satisfactory work, his name is handed to the Surgeon-General, whose duty it is to find for him work which will permit him to earn his living and yet avoid competition with Swiss industry. Provision was made at the beginning that the work of the interned prisoner should not compete with Swiss labor.

Work could not be demanded of all the interned. Many arrived in Switzerland wounded, sick, shaken by the war, discouraged by captivity, and incapable of any work. Very

quickly in some cases, slowly in others, the men regained their physical, moral, and intellectual strength. Some, however, could not recover sufficiently to enable them to work. Little by little those who were able to work grew more numerous, and it then became necessary to allot the work according to the degree of health of the prisoner, also keeping in mind his aptitude or his trade before the war.

In order to take into account all of these conditions, the State Department, on July 8, 1916, divided the interned—and this is the basis of every labor organization—into six classes:

1. Those incapable of any work.
2. Those capable of doing some work, and who can be employed either in the establishments of the internment camp, as postal clerks, officers' orderlies, kitchen helpers, etc., or for work useful to interned barbers, shoemakers, tailors, etc.
3. Prisoners capable of being employed at light tasks outside of the institutions of the internment camp for a few hours only. The interned prisoners at work in the shops organized by *Pro Captivis* were included in this class.
4. Prisoners capable of all work outside of the sections of internment. These may be divided into: (a) those who work in building and in excavation gangs; (b) those who perform individual labor (liberal professions, workmen having served an apprenticeship, factory workers, etc.).
5. Prisoners, under the name of apprentices, who are obliged to learn a new profession or a new trade because of being incapacitated.
6. Prisoners who wish to study.

The separation of the prisoners into these different classes is entrusted to practising physicians who must act with prudence.

Work is compulsory and any refusal to obey is punished, except that non-commissioned officers, beginning with the grade of sergeant, cannot be required to work. The same is true of interned civilians. It is not for the Swiss, but for himself, that the prisoner works and is obliged to work. He works for his own welfare and re-education, the uplifting and maintenance of his moral character.

SHOPS

Class three comprises the interned capable of light work during part of the day. The order prescribes light labor for them, such as work in the country. The largest part of interned prisoners assigned for a few hours to light tasks, are employed in shops founded by a special committee called *Pro Captivis*.

A word on the origin of the committee called *Pro Captivis* is necessary. *Pro Captivis* originated at Berne in the beginning of 1915, as a supplementary bureau to the German service of the Geneva Prisoners' Agency. Cards were made there and sent to Geneva, and the work ended.

Pro Captivis then became in principle a neutral relief bureau, but as there already existed at Berne a relief bureau for English, French, and Russian prisoners, *Pro Captivis*, filled a gap by sending packets to the German and Austrian prisoners. Upon the arrival of the first interned the attention of the Surgeon-General was drawn to the usefulness that *Pro Captivis* might have for the Department of Internment. This committee then became exclusively Swiss and to it the Surgeon-General gave the organization of laundering. There was immediate response from the Swiss women who desired to assist in cleaning and mending the clothing of the prisoners. It was decided that one franc and a half per month should be allotted to the prisoner for his laundry. But that was not sufficient and the Swiss women mended without charge.

At the time of the arrival of the interned, enthusiasm for them was at its height among our people. *Pro Captivis*, however, without any display, got into touch with the Catholic and Protestant committees of the *Armée de la Jeune Fille* and other committees of moral uplift. These committees have spread out and have answered with zeal the demand discreetly made by *Pro Captivis*.

Pro Captivis understood immediately the necessity of furnishing occupation to the prisoners. Two shops were established, one at Brunnen for shoes, the other at Meiringen for basket work. *Pro Captivis* also organized in its shops apprentice courses for *Class five*. Its success having passed every expectation, the attention of the Army was called to it. At

the end of August, 1916, the War Committee proposed that the internment treasury "fed by the fifty cantonments" should make advances for the purchase of raw products (rattan) coming from France. The Surgeon-General approved this project.

Impulse was thus given to the work of the shops. Women directors of districts were appointed by the Committee of *Pro Captivis*. These women got into touch with the chiefs of regions and studied with them where and how the work could be organized and what kind of work should be organized in the different localities.

The following industries have been organized:

| | |
|----------------------------|-------------------------------|
| Slipper | Electric lamp |
| Basket (willow and rattan) | Calendar |
| Knitting of socks | Wood-carving |
| Carpentry | Net-making (hammocks, tennis- |
| Marquetry | nets, etc.) |
| Embossed leather | Lamp-shade |
| Embossed metal | Pillow-lace |
| Book-binding | Shoe |
| Toy | Raffia |
| Surgeons' aprons | |

Fifty shops are now run by *Pro Captivis*. Thirty of them are in German Switzerland, and twenty in French Switzerland. These shops founded by *Pro Captivis* employ about 1,140 prisoners.

As we have already said, in addition to the shops founded by *Pro Captivis* or those depending upon the society, other committees have formed shops and have nearly the same organization as those established by *Pro Captivis*.

In several regions interned officers have been appointed to supervise the work. For this, men with technical and commercial training have been chosen. They exercise a general supervision over the shops.

The interned work four or five hours a day. It must be recalled that most of these belong to *Classes three* and *five*, that is to say, men partially capable of work or incapacitated men who must learn a new trade. Interned belonging to *Class*

four work only in shops when they cannot be employed otherwise.

The interned in shops receive in general twenty centimes an hour, that is to say, eighty centimes, up to one franc, a day. Of the earnings of the interned working in the shops, forty per cent. is held back, half of which (twenty per cent.) is placed in the section treasury and cannot be drawn upon except for the needs of the interned of this section, and the other half (twenty per cent.) is used to meet a part of the expenses of the prison and is placed in the general treasury of their native country. This measure has been much discussed, and by an order of November 30, 1916, this withholding of forty per cent. can be made only when the interned prisoner has earned at least one franc per day.

On December 12, a further modification was made. Up to the sum of fifty centimes (and not more than a franc) the wages of the interned of *Classes three and five* are not subject to any retention.

The regular retention of forty per cent. can be applied only to earnings surpassing fifty centimes; that is, out of a wage of sixty centimes there will be kept back forty per cent. of ten centimes, or four per cent. This retention has not been accepted by England for her subjects.

Following a conference held December 8, the department charged with obtaining occupation for the interned was detached from *Pro Captivis* and was placed under the Internment Department, taking the name of *Directoire Centrale des Ateliers*.

The central headquarters on internment after having received the books of *Pro Captivis* and having found a deficit of about 18,000 francs took entire charge.

This question of shops, raw material and outlets, is very difficult and demands commercial knowledge that only a professional can have. However, the shops must not be considered solely from the commercial point of view. There is also the point of view of discipline. Even if the Department of Internment has to bear a deficit from the shops after the war, if the service of internment has made good progress from

the disciplinary point of view and from the social point of view, and if we return to the Powers men who have been revived and reconstituted by means of work, there will be no need of regretting that this work has cost us more than it has brought us.

This is not saying that it is not necessary to take all possible measures to organize the work in the most practical fashion.

SELF-MANAGING SHOPS

As already stated above, numerous shops were created at the beginning of internment by private initiative at Leysin and elsewhere. Some of these shops have kept their independence, while others have been joined to *Pro Captivis* and are now dependent upon the central office. Others have disappeared, and some have become national shops.

INDEPENDENT COMMITTEES

Local committees for obtaining work for the men pursue their activity with the consent of the Surgeon-General of the Army as long as they work rationally and in accord with the organizations sanctioned by the service of internment. New committees of this kind, nevertheless, should no longer enter upon such activity independently of the central management of shops.

SOCIAL HALLS, LIBRARIES, LECTURES, AND RELIGIOUS SUPERVISION

Social halls for soldiers have been tested in our army. It is evident that they can also be of great value for the interned men, but social centers for interned men are necessary only in those places where access to the cafés is denied to them, as, for example, at Leysin or at Bex.

In other sections, the interned men find in their establishments, halls which are heated, lighted, and supplied with reading matter, billiards, writing equipment, and even stages for dramatic presentations, concerts, lectures, etc. This is the case in Bas-Valais, at Bagnes, Moegins, Salvan, Martigny, Vernayaz, and in other regions. At Shinznach there are no real social halls but there are reading rooms with books and papers, and a monthly lecture or a concert is given.

With one or two exceptions, there are no social halls in the regions for German prisoners, and the Swiss officers in these regions report that the need of them does not make itself felt.

It is obviously good for the interned men that alcohol is not an indispensable element of sociability. The help to each is beneficial and the morale is elevated by lectures, dramatic performances, and concerts given from time to time. Interned men who take part in these things find an interest which keeps them from idleness. At St. Legier, Blonay, the social hall is opened only twice a week and yet is a source of constant interest. These meetings are attended, on an average, by two-thirds of the interned men in the section.

Certain social halls are used for other purposes. Thus at Mürren, the English social hall shelters the Temperance Rambling Club, with seventy members, and the orchestra of the interned men, and courses are given, with instruction in wood-carving.

Commissions from the Christian Associations

A communication of the General Staff, relative to interned men (February 24, 1916), reads as follows: "The generous offer of service on the part of the Swiss Y. M. C. A. in the interest of interned men is accepted with gratitude." The Romanic Commission of the Y. M. C. A. for sick prisoners furnishes interned French, English, and Belgian prisoners with writing material, reading matter, and the like, and is doing an extensive work. The German Commission (*der Christliche Verein junger Männer*) for sick war prisoners fulfils the same function with reference to German prisoners.

Commission of German Switzerland

This commission was founded February 17, 1916, at the suggestion of Soldatenfürsorge to work among interned men in the same manner as the Romanic Commission, with which it has cooperated. It does not arrange for the distribution of circulating libraries, but it seeks to make more complete the libraries already existing in the sections, and sends games and writing material to interned Germans and at some stations to interned Frenchmen in Central Switzerland.

The Swiss Catholic Mission

The Catholic Mission, founded to bring moral assistance to prisoners of war, since the beginning of internment has provided for the religious needs of interned men. It sends every day 1,271 copies of various periodicals to interned men, together with books and scores of reviews which circulate about the regions. It also has organized a series of lectures which aim to acquaint the interned men with Switzerland from the point of view of geography, history, and industrial and social conditions, etc. Some of the lectures have dealt with alcoholism and general subjects.

Worship and the Care of Souls

At the end of February, 1916, the spiritual needs of the interned men were entrusted to the Swiss Society of Chaplains. Chaplain Captain Hubert Savoy was appointed Chaplain-in-Chief for the Catholics; the direction of the work for the Protestants was entrusted to Chaplain Captain Spahn, at Schaffhouse, and the Society of Rote Mogen David under the presidency of Dr. M. Erlanger, at Lucerne, was to care for the Jews.

National Shops

The national shops were founded for the men of *Class four* of the embassies and legations acting with the consent of the Surgeon-General of the Army. They are managed directly through the medium of the embassies, but with the approval of the Surgeon-General.

Interned Men in Class Four

Belonging to *Class four* are those interned men who are capable of carrying on any work. They are assigned to tasks by commissions named by the State Department. The practising physician must give his approval of the assignment. He should also see that the interned man is professionally qualified to do the work for which he presents himself. Employers throughout Switzerland were distrustful at first of the quality of work to be expected from the interns, but confidence

in their ability and willingness to work grew rapidly. Many requests are now received from employers who submit their request for men, furnishing full details of the kind of work offered.

The regional commissions examine the requests of employers to determine whether they present all the necessary guarantees to carry out engagements with the interned men and second, to see that the employment does not conflict with the rights of Swiss workmen.

After this examination the Regional Commission forwards the request of the employer and all data to the Central Commission. The Central Commission examines the employer's request anew, especially from the viewpoint of Swiss industry. By means of card indexes, the commission then appoints men for the tasks or else simply ratifies a request of the employer who often has designated what interned man he desires to employ. The employer's request is transmitted by the Central Commission to the office of the Surgeon-General of the Army, who releases the men for the undertaking.

The regulations for interned men of *Class four* when once released for work, are very complicated, and often men so released, have seriously infringed upon these regulations without any evil intent upon their part.

The men are compelled to do the work required and have no right to discuss the conditions. While under the orders of the Regional Commission the men are under its protection. The Regional Commission protects the interned man; it takes his part when it is a question between his rights and those of his employer. The employer must resort to the Central Commission if he believes himself defrauded. The Regional Commission must determine whether the employer is holding himself to the conditions and to the promises made.

The interned men of *Class four* provide for their own support while they are at work, but their countries grant a bonus of four francs to those of their citizens, such as field-workers, masons, and slaters, who work in the open air, for Sundays and the days of idleness caused by bad weather, unless the workmen are lodged and fed by the employer.

It is not without interest to recall that the Federal Department of the Interior has been engaged in struggles against the destruction of the walnut tree in Switzerland. In this country the improvement of the walnut tree by grafting, such as is practised in Southern France, is of great importance, but our Swiss gardeners do not understand the art of grafting the walnut tree. The Department of the Interior wrote about this matter, on November 22, 1916, to the Surgeon-General of the Army, who had a list drawn up of French interned gardeners (especially from the Departement de L'Esere) who would be willing in return for appropriate recompense to instruct the Swiss gardeners in walnut tree grafting. By the end of January, 1917, twenty men were registered for this work.

The occupations most sought by the interned were, up to December 31, 1916, as follows: Agriculture, butchers, jewelers, barbers, shoemakers, plumbers, cabinet-makers, carpenters, employees of the officer, furriers, gas-fitters, watch-makers, gardeners, masons, general workmen, mechanics, miners, millers, workers in iron, glass makers.

All work on the manufacture of munitions, explosives, or parts of weapons of war is prohibited to interned men.

The interned men of *Class four* released for work wear a uniform, but during their work may put on special clothes. At no time are they allowed to mix these two kinds of clothing. The interned men so far as possible are subject to military discipline and to the control of the local and cantonal police, and cannot go outside of a certain section. In some instances trusted non-commissioned officers are given charge of groups of these outdoor workers.

CHAPTER VIII

ORGANIZATION AND ADMINISTRATION OF INTERNMENT SERVICE

The Surgeon-General of the Army is at the head of the internment system. He is in daily association with the offices which are situated at Berne, and which are as follows:

1. The central bureau for internment which controls:
 - a. The section for interned French and Belgians.
 - b. The section for interned Germans and Austrians.
 - c. The section for interned English.
 - d. The administrative offices.
 - e. The section of reports from the front.
 - f. The labor section.
 - g. The section of the Quartermaster-General.
 - h. The officer acting as aid to the Surgeon-General of the Army for disciplinary and judicial matters.
2. The Information Office.
3. The Central Bureau of Swiss Work Shops.
4. The Central Labor Commission.

The Quartermaster-General has jurisdiction over two sectional quartermasters, one for the regions of interned Germans with offices at Lucerne, the other for the regions of the interned of the Entente, with offices at Montreux.

The Surgeon-General makes frequent visits to the different sections and keeps in direct touch with the sanitary officers and the University *Commandants de Place*. By means of general conferences, over which he presides, he gives orders and directions and brings up questions for open discussion. The officers can also discuss freely the questions which bother them and make suggestions which they may deem necessary. These conferences are usually held monthly.

Direct communication with the ambassadors and the legations is also maintained by the Surgeon-General and he receives the representatives of the different governments which

come to Switzerland to visit the different internment camps. He is in daily communication with the General Staff of the Army and with the Department of State.

The questions treated are often very difficult; it is necessary not to infringe on the rights of the belligerents over their charges, and yet not to permit these States to usurp powers which Switzerland can and must exercise. It is constantly necessary to watch for little infringements which may come up, often more by chance than intention. In the internment camps, just as in a great many other places, neutrality is, from experience, a delicate thing, the limits of which are frequently difficult to ascertain. For this part of the task, which is not a small thing, the Surgeon-General must act under the direction of the Political Department.

A Bureau of Information has been founded at Berne which consists of one Swiss officer, sixteen subordinate officers or soldiers, and eighteen civilians. It performs the following services:

1. It obtains information needed for internment camps.
2. It maintains an up-to-date catalogue of the reports of all the prisoners examined by the Swiss Commission and of all the interned men. Up to January, 1917, it had 110,000 records, as follows:
 - 52,500 French
 - 4,600 Belgian
 - 5,500 English
 - 47,300 German and Austrian

These card reports give the address and a report of the health of each man examined by the Swiss Commission.

3. It receives the demands of the prisoners for internment and for repatriation.
4. It arranges for the convoy of returned or repatriated men and controls the lists of interned men transferred.
5. It keeps a record of deaths, of repatriations, escapes, of civilians who are approaching their fifty-sixth year, of all men examined by the Swiss Commission (according to nationality), and of the returns of the Commission of Control, etc.

Up to the end of January, 1917, the Bureau of Information had received 1,030 visits and had written 25,656 letters or postal cards.

ADMINISTRATION OF INTERNMENT

The development of internment, unexpected as it was, necessitated the adoption of elaborate administrative orders and regulations. Those which appeared up to the end of January, 1917, for the regions of the Entente, were sixty-two in number and for the regions of the Central Powers, sixty-eight.

The War Commissioner of the Army is chief superintendent of the administration of internment. He names the officials. The latter were at first: central quartermaster, sectional quartermasters, and responsible accountants. The entire administration is vested in the quartermaster, who gives all administrative orders and is responsible for all accounts. His office is at Berne.

The rapid growth of internment made it necessary to abolish the office of central quartermaster, and to create for each group of powers a special quartermaster bearing the title Sectional Quartermaster. The Sectional Quartermaster for the Entente is located at Montreux, the one for the Central Powers, at Lucerne.

The accountant responsible for each region was, at first, exclusively a Swiss non-commissioned officer, most often a quartermaster. The need was soon felt of replacing non-commissioned officers with commissioned officers to serve as responsible accountants. As a matter of fact, the responsibility which was assumed did not correspond at all to the rate and pay of a non-commissioned officer. In spite of the varied and complicated administrative duties which they have exercised, the non-commissioned officers are not for the most part convinced of the distinction of their task.

Superintendents and Reports

The whole administration of internment rests upon the superintendent and his reports. Every establishment (hotel, hospital, etc.) serving interned men has to make a daily report giving the number of interned men. This report is signed by the superintendent of the institution and by the inn-keeper. These reports are embodied in a daily report for the region,

copies of which are sent to the embassies, legations, and quartermasters of the district. In this way, all the administrations are informed with reference to the stopping place of each interned man.

The regional reports enable the central quartermaster to prepare a daily report for the Surgeon-General of the Army. This report contains the total number of men interned in Switzerland, classified according to nationality and rank.

Accounts and Treasury

A separate account is kept for each country. Switzerland advances necessary funds and accounts are rendered every ten days to the Federal Treasury, which in turn notifies the Swiss National Bank of the sums required, which are then put at the disposal of the regions, in general, by bank clearances upon the Post Office or upon a bank.

Each region forms an accounting unit. If the region contains interned men of different nationalities, a special account for each nation is kept. This renders the accounting system of internment very complicated. The office of the Quartermaster-General at Berne and the offices of the sectional quartermasters have each their own system of accounts.

The Surgeon-General of the Army sends monthly accounts to the State Department which hands them over to the different legations. The belligerent nations should discharge their obligations and make payment for the sum due to the Federal offices of the Treasury within the following month. Up to the present, these payments have not taken place according to requirements. Frequently, they have been made for several months at a time, or, indeed, payments of large sums have been made in round figures as instalments. The expenses incurred by Switzerland, in sums advanced, and not paid back at the end of January, amounted to seventeen millions.

The Quartermaster-General, while waiting for reimbursement, is forced to keep the amount of these advances as low as possible. In accordance with the regulations, the strictest economy should be observed in the expenses of internment.

Statistical tables of expenses have been drawn up which show great differences between the expenses of the different regions and between the different kinds of expenses in these regions. Every month five hundred and fifty-five accounts with about 31,600 documents added, are drawn up, which gives an idea of the work which devolves upon the various branches of the administration.

A great increase in administrative work has been occasioned, in the first place, by the distribution of men in the hospitals, and by the distinction between interned army men and interned civilians, paying or non-paying. There then followed the creation of the different classes of laborers and of the sectional treasuries, and finally, the subdivision for interned students.

POSTAL ARRANGEMENTS

Since the internment of sick or wounded prisoners of war has been placed by the Federal Council upon a military footing, and is under the jurisdiction of the Surgeon-General of the Army, the postal service for interned men has been, for this reason, attached to the postal service of the country. The service of the latter has been singularly burdened by the correspondence of twenty-seven to twenty-eight thousand interned Germans, English, Belgians, and French, with their own countries.

It has been admitted on principle, that no increase of labor or expense because of the interned men ought to interfere with the regular postal arrangement. Thus, in every institution where interned men are living, an interned man (generally a non-commissioned officer) has been appointed postal orderly, who receives the mail at the Post Office and distributes it.

In sections where there are numerous interned men and where the ordinary postal arrangements care for only restricted localities as at Leysin, Mürren, Engelberg, Weggis, special places have been arranged at the expense of the internment, in which the postal orderlies sort the mail of the interned men.

At the end of the year 1916, there were 572 postal orderlies, who, in general, had performed their service conscientiously. At the same period of time, for example, they had paid 157,920 postal orders representing 4,192,685 francs.

Only five postal orderlies (three French and two German) have been guilty of breach of faith. The losses which have resulted from this have been charged to the state from which the guilty man came.

At the end of the year 1916, 223 post offices maintained a service for interned men, of which 161 employed interned men ordered to this special service.

The collecting bureaus of the country posts of Lausanne, Berne, Lucerne, Bâle, Zurich, St. Gall, and Coire, performed the postal service for the interned men in place of the civil post.

In the post office at Lucerne, the Swiss, German, English, and French postal orderlies from the A. S. A. meet together without any embarrassment ever having resulted. A post card has been published illustrating this fact.

On arrival at his place of internment, the interned man receives a white post-card which bears a form which he needs only to fill out to give his Swiss address to his friends in foreign lands. The superintendents of the establishments are supposed to supply the local post office with a list of names of their men and to notify this office, by means of a card prepared for this purpose, of any change that takes place.

Military post cards have been placed at the disposal of the interned men, and up to the present 480,000 of them have been distributed.

For the letters which go to Constance, the English, Belgians, and French, have special envelopes with a special heading given to them by the general post office. Thirteen thousand of these envelopes have been given to the English, 38,000 to the Belgians, and 100,000 to the French.

The office at Kreuzlingen serves as a collecting office for the transmission of mail of the interns to the censor's office at Constance.

All these measures of concentration have had as their result, not only a great facilitation of the work of the censor's office, but they have also regulated the postal traffic of the Belgians and the French in the occupied regions.

For the postal traffic with France, the post office at Neuchâtel serves as a collecting bureau.

The letters of interned men, in order to benefit by free postage, must bear on the addressed side the name of the sender, and they must be brought to the post office only by the postal orderly. The post offices in internment sections all have the same stamp, which bears, in addition to the name of the locality, the following words: *Kriegsgefangenen-Internierung in der Schweiz* or *Internment des prisonniers de guerre en Suisse*. The whole internment service employs the same stamp, or envelopes bearing this heading. No other stamp and no other heading is recognized as valid. If this were not true, control of free postage would be impossible.

The interned men for a while enjoyed absolutely free postage in Switzerland and reduced postage for packages in foreign countries. There was no limit to the number of articles sent. This resulted little by little in an excessive use of the postal facilities, not only to foreign countries but also within Switzerland. Some interned men have sent by post more than fifty picture post cards at one time and fifteen to twenty letters in a single day. Furthermore, the sending and receiving of mail matter free of postage by interned men reached the number of 40,000 a day which gave an average of 1.04 pieces sent per man per day.

This excess of mail matter sent necessitated the suppression of the franking privilege, for the internal postal service between civilians and interned men and the number of pieces sent free of postage to foreign lands, letters, post cards, printed matter, samples, and other small papers, up to one kilogram in weight, was limited to ten pieces a month for each interned man.

Statistics compiled in November proved that these restrictions placed upon free postage have produced the effect desired. The postal traffic, free of postage, had diminished by twenty-six per cent. for mail matter sent and seventy-eight per cent. for mail matter received.

The postal authorities now prepare for the reception of about 400,000 pieces of mail sent free of postage and upon 113,000 sent with postage supplied, and upon an outgoing mail, on an average of 130,000 pieces of mail sent free of postage, and 113,400 with postage affixed. These statements

prove that the mail matter sent free of postage by the post offices of internment is less than the number authorized by the rule. On an average, the number of pieces sent per month is 50,000 less than that which might be attained while still remaining within the limits provided for by the regulations. One may conclude from this, that for a majority of the interned men, the privilege of sending out ten pieces of mail per month exceeds the needs of their correspondence.

At the beginning of the internment, mail matter from prisoners' camps in foreign lands was received for men interned in Switzerland without bearing any indication of the section. This necessitated drawing up an alphabetical list of all the interned men; this work was intrusted to the collecting office number 23 of the post at Berne.

The entrance cards of the internment service were first resorted to, but later, a special yellow card, "Notice of Arrival in Switzerland," was instituted, one of which is filled out for each new arrival by the superintendent of the institution. It is sent without delay to the quartermasters of the internment regions, who, after verification with the pay roll, send this card on to the post office at Berne. This service has given good results and the post office bureau is thus in possession, after relatively short delay, of the notice of the arrival. At the end of the year, the file contained 30,000 names.

Since the interned men are often transferred from one section to another, for reasons of health, of discipline or of work, or are repatriated, these cards ought to be constantly examined. In accordance with the pay-rolls, the quartermasters, by means of a special card of notice, bring all changes of address to the knowledge of the post office.

The number of pieces of mail sent to be readdressed was at first very modest. In the month of July, it rose to the unexpected proportions of 35,000 packages and 200,000 enclosures; the result of this was an accumulation of five to six thousand packages at Berne.

In order to remedy this intolerable state of affairs, a formula upon a green postcard was given upon the arrival in Switzerland of every interned, which the latter was to fill out and send to the prison camp from which he came. This innovation has had happy results.





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